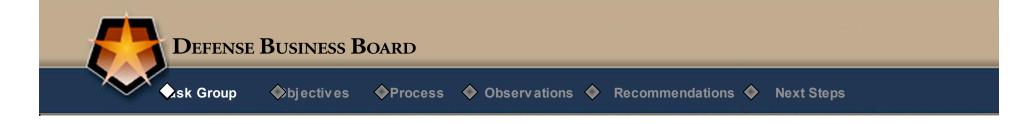


Civilian Leadership Orientation Program for Department of Defense

Final Report December 2004



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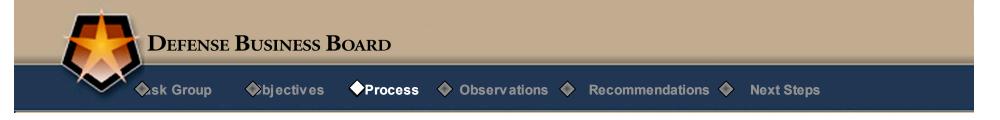
Terms of Reference Objectives

Program of Instruction:

- Content that enables new senior leaders to understand the priorities and programs of the Department, its systems and culture, and the interrelationships between the Joint and Service enterprises.
- Content that emphasizes how the decision-making processes in government are different from those in the private sector, and how to effectively manage within those differences.
- Specific sessions conducted by individuals with extensive bipartisan experience at the highest levels of the National Security enterprise with content that includes key events, lessons learned, culture, civil-military relations, budget, personnel policies, conflicts of interests, and congressional and public relations.

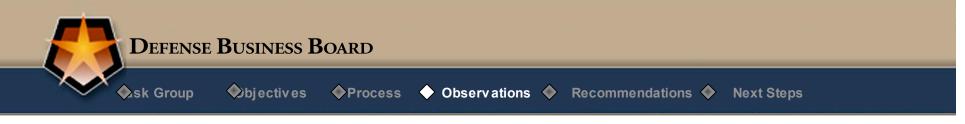
Concept of Operation for the Program:

- Senior-level oversight and responsibility for the program.
- Prospective costs and anticipated time commitments of the program.



STUDY PROCESS

- Overviews of military and civilian orientation and career development in the Department of Defense by J-7, the Office of Civilian Personnel Policy, and Washington Headquarters Services.
- Best practices research on executive new hiring programs (Corporate Leadership Council, Spencer Stuart, Executive OnBoarding, LLC).
- Interviews with senior former appointees, retired Flag Officers, University Presidents and CEOs to benchmark best practices.



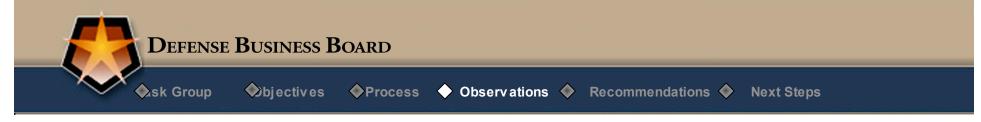
Private Sector Approach to Developing Orientation Programs

Private Sector Best Practices

- Determine Orientation Objectives
- Solicit Participants' Input
- Determine Orientation Elements
- Determine Delivery Methods
- Evaluate Orientation Success

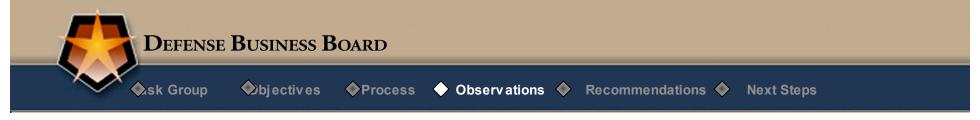
Modeling Best Practices at DoD

- Determine Orientation Objectives
- Solicit Input from Previous Appointees, Recent Senior Four Star Officers
- Differentiate Pre and Post Confirmation Elements
- Determine Delivery Methods
- Evaluate Orientation Success



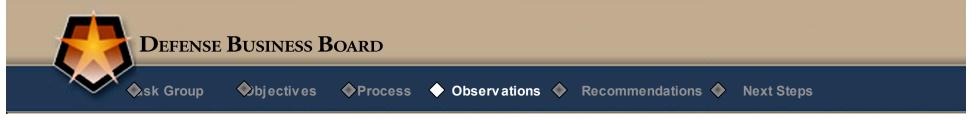
Current Onboarding for Senior DoD Leadership

- In 2001, conducted extensive (several months long) formal orientation for Level 2 PASs (Service Secretaries, USD (AT&L)); and two week program for Level 3 Service Under Secretaries and the 2 PDUSD's (AT&L) and a 1-day program for all ASD's.
 - 1 hour rotational presentations by former and current DoD civilian and uniformed personnel and outside experts conducted at Pentagon; no site/field visits.
 - Very diverse subject matters (all addressed in joint context) OMB, White House, OSD, JCS, CoComs, transformation, acquisition, OpTempo, global strategy, legal issues and culture
 - Extensive reading list provided beforehand; everyday networking lunches arranged
 - Deputy Secretary (Level 2) and other Under Secretaries in OSD (Level 3 also) not included in that orientation.



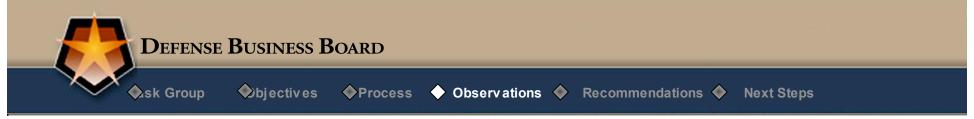
Current Onboarding for Senior DoD Leadership

- In 2003, continued an abbreviated program for newly nominated Service Secretaries that lasted 5 weeks (with read-aheads and preparatory materials)
 - 1 hour rotational presentations by former and current DoD civilian and uniformed personnel and outside experts conducted at Pentagon; no site/field visits
 - Very diverse subject matters (all addressed in joint context) OMB, White House, OSD, JCS, CoComs, transformation, acquisition, OpTempo, global strategy, legal issues and culture
 - Extensive reading list provided beforehand; everyday networking lunches arranged
 - See Appendix A for overview of prior Service Secretary selectee orientation.
- Currently Senate Armed Services Committee (SASC) approves preconfirmation interviews/orientation (not training), but that privilege could be taken away. Need to be aware of current guidance.



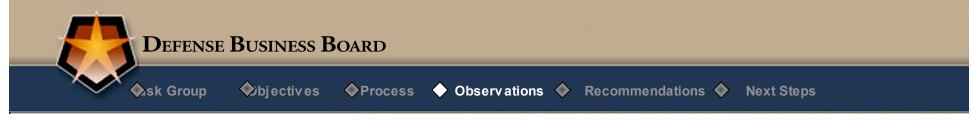
Observations of Current DoD Onboarding Program

- General content in program is excellent; a predictable standing mechanism of delivery could be problematic given timing and varying length of nomination/confirmation process
 - Difficult to provide high caliber program to all Senate-confirmed Appointees, but possible with focus on Level 2 Appointees (Under Secretaries in the Office of the Secretary, Service Secretaries and their Under Secretaries)
- The difficulty of dictating schedules of the many guest speakers, makes it difficult to have weekly themes around which presentations can be grouped (See Appendix A, slide 2)
- Elaborate scope of program designed to establish a base of knowledge from which the nominee can build. Difficult task in 3-5 weeks. Crucial if nominee is new to Washington.



Observations of Current DoD Onboarding Program (continued)

- No follow up or measurement of orientation program's value.
- No coverage of personal elements of onboarding except ethics and protocol; no inclusion of spouses.
- Need to continue to balance OSD, Joint Staff and Service-specific perspectives; as well as, DoD background with job-specific/confirmation "cramming"; customization is critical
- Courtesy calls with former position-holder, Congressional Members and staffers are critical



Executive Onboarding What is it and why is it important?

Definition of Onboarding

 Six-month (or better) systematic approach to developing a strong foundation for future success. A non-linear, non-sequential process that requires significant commitment of the entire organization. Effective programs teach the Executive the unwritten rules on "how to get things done."

Goals and Benefits of Onboarding

- Thorough understanding of business culture and objectives
- Increased collaboration and exchange of information among senior leadership
- Effective integration of executive into leadership role
- Focused identification and implementation of critical organizational initiatives
- Increased job satisfaction
- Decreased job turnover

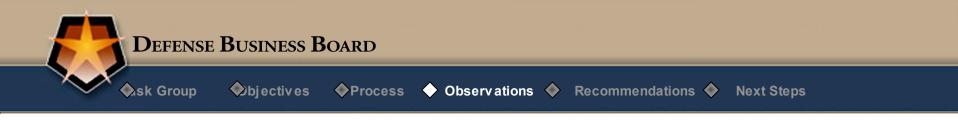
Source: ExecutiveOnBoarding LCC



Elements of Executive Onboarding

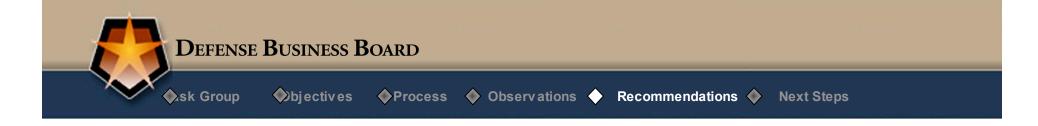
- Organizational Onboarding: Meet top executives to learn organizational history and culture, strategic direction and initiatives to support current priorities.
- Business Unit Onboarding: Gain balanced understanding between strategic thinking and the mechanics of organizational functioning. Learn business workflow and handoffs, identify organizational resources and decision-making processes, formulate collegial relationships among top business leaders.
- Functional Onboarding: Assess function's capabilities and effectiveness; meet and size up team; learn from key stakeholders; participate in structured team assimilation process; begin creating and implementing initiatives.
- **Personal Onboarding**: Address the non-work side of the executive's life (e.g., resources), making them feel welcomed by the organization, thus increasing their long-term commitment to the organization.

Source: ExecutiveOnBoarding LCC



DBB Observations on Implementing Best Practice Elements of Executive Onboarding at DoD

- **Pre-Arrival Onboarding:** Given breadth of information to cover, read-ahead materials, course syllabus and items of personal interest could be sent early.
- Organizational/Departmental Onboarding: Current orientation covers this element thoroughly and can be conducted in the pre-confirmation phase.
- Business Unit/Entity Onboarding: Current orientation covers this element during Service-specific portion of the program in the pre-confirmation phase. Not much attention to business workflow and handoffs (between Services and OSD), and other decision-making processes.
- **Functional Onboarding**: Current orientation does not cover this element. Would need to be covered during post-confirmation (first year of employment) phase, except for courtesy calls with key stakeholders.
- **Personal Onboarding**: Current orientation does not cover this element except for ethics briefing. Legislative restrictions will limit assistance, such as relocation assistance. No inclusion of spouses in current program.



Recommendations - Program of Instruction

ORIENTATION OBJECTIVE: Enable the Department's new leaders to effectively execute their duties by gaining a thorough understanding of their roles and responsibilities, the decision-making processes, the priorities and programs of the Department, its systems and culture, and the statutory interrelationships between OSD, the Joint Staff and the Service enterprises.



Guidelines for Onboarding of Senior DoD Leadership

Pre-Confirmation Organize a plenary session on SecDef's mission (invite career SES to foster good working relationships to lead the Department)

Customized orientation briefings based on the nominee's background and position, and other functions/departments

Aggregate Nominees to minimize number of requests to top caliber experts/presenters (key to success of program)

Categorize reading materials as "mandatory" or "optional"

Dictate style/format of briefings by internal staff

First Year's Employment Inter-agency briefings with stakeholders (Other Federal Agencies, Legislative Branch – Key Committees)

Facilitate networking opportunities and provide resources to make networking possible.

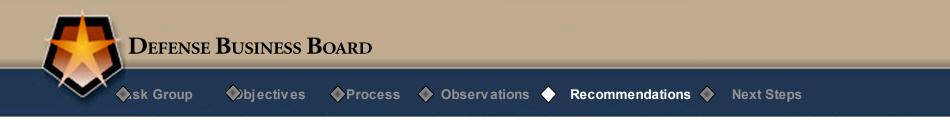
Complete orientation scorecards immediately following orientation and 6-9 months into job



PRE-CONFIRMATION

Pre-Arrival Onboarding - Objectives

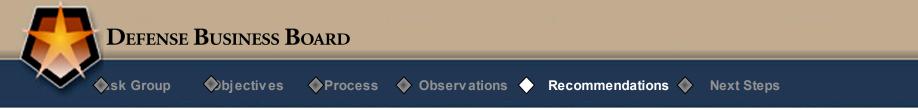
- Provide nominees welcome letters/package and calls
 - Syllabus of content for orientation program
 - Some pre-reading and reference materials (statutory and historical) and books by former position holders
 - Information on DoD governance, organization and structure
 - Information of personal interest (info packet on local schools and realtors, last official's 12 month calendar)



PRE-CONFIRMATION

Departmental Onboarding - Objectives

- Orient nominees to the organizational structure of the Department and different "corporate cultures" of OSD, the Joint Staff and each Service
 - Discuss the Secretary's goals, leadership style
 - Define the customers and suppliers
- · Reinforce management skills with cultural understanding
 - Uniform and civilian, Service specifics
- Orient nominees to the history and strategic direction of the Department, and the initiatives (past and current) that support Departmental priorities
- Meet with former officials and former flag officers who held same or parallel positions to gain their perspective on Departmental history, culture, priorities and "lessons learned"



PRE-CONFIRMATION

Entity Onboarding - Objectives

- Orient Nominee on Departmental roles, responsibilities and functions (OSD, Joint Staff and the Services), their interrelationships and decision making processes within and among them.
 - Discuss with the combatant commanders their challenges
 - Discuss personnel policies and rules sets (promotion, hiring, firing, contractor support)
 - Manage the "Expectations-Reality Gap" that will arise from learning how differently things get done at DoD from private sector
- Conduct session on external relations strategy (Hill and press -- players, roles, processes)
- Continue networking courtesy calls inside and outside the Pentagon, and among the Nominees.



PRE-CONFIRMATION

<u>Functional Onboarding - Objectives</u>

- Arrange pre-confirmation courtesy calls with key stakeholders outside the Pentagon, i.e., NSC, DHS, senior Congressional members and staff.
- Meet current top military & career leadership of the Nominee's entity to gain their perspective on entity's programs and priorities, and lesson's learned
- Stress criticality of selection and organized development of subordinate political appointees
- Follow with extensive, specific briefings by current top career and military officials from all four military Services
- Provide contact sheet for additional networking opportunities and mentoring relationships inside and outside the Department
 - career and political leadership



PRE-CONFIRMATION

Personal Onboarding - Objectives

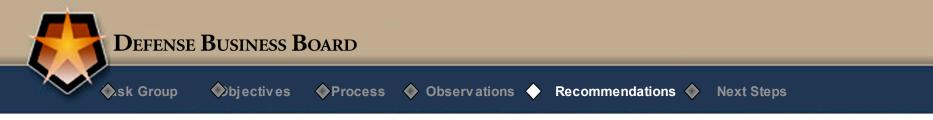
- Orient the nominee on ethics guidelines covering new position
 - Assist with paperwork as appropriate
 - Include spouses and later the Military Assistants
- Conduct a session on press relations (conducting interviews on and off the record, answering impromptu press inquiries, how families should deal with the press)
 - Include spouses
- Provide protocol briefings; cover the "do's and don'ts"
- Provide support and guidance as needed to answer personal questions



FIRST YEAR EMPLOYMENT

Functional Onboarding - Objectives (continued)

- Provide guidance to newly confirmed Presidential Appointee as to tempo of recommended meetings with
 - White House
 - Congress
 - Public and private sector organizations
 - other stakeholders
- With the newly confirmed Presidential Appointee, draft an outline of a first 90-day plan to be completed post confirmation with his/her new staff



FIRST YEAR EMPLOYMENT

Personal Onboarding - Objectives (continued)

- Obtain PAS feedback on program:
 - quality of program (immediately following orientation)
 - value of orientation information (6 months into job)
 - How well did the orientation prepare the individuals for their new roles?
 - How well did orientation help to manage the expectationsreality gap?
 - How well did the orientation prepare their families for their new roles?
- Dial into subsequent sessions



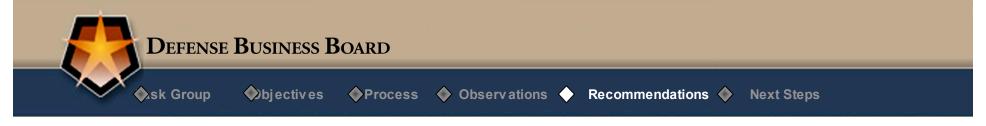
Recommendations - Concept of Operation



OVERSIGHT AND RESPONSIBILITY

Recommendation

- Secretary/Deputy Secretary are in charge of content
- Executed by a "trusted agent" of the Secretary, who knows what Nominees need to know (key to successful program) and knows the Department well
- Program office overseen by White House Liaison Office and paid for by Washington Headquarters Services
- Administered by one Full-Time-Employee (FTE) and one outside consultant with executive training experience
 - Ensures that competent, professional resources are managing the program



PROSPECTIVE COSTS AND TIME COMMITMENTS

Private Sector Example

Flat program cost – incremental cost of additional participants is minimal

DoD Model

- In-house solution should be more cost effective
 - 1 "trusted agent" of the Secretary is unpaid Special Government Employee
 - 1 Full-Time-Employee (FTE) in White House Liaison Office, who could be multi-tasked during program "down-times"
 - 1 part time consultant to advise on delivery methods and program structure
 - Need Military Assistants to coordinate schedules, facilitate program execution (non-reimbursable detailees from Services)
- Guest speakers currently not reimbursed for travel funds should be available as needed



Appendix A

Sample of Current Service Secretary Selectee Orientation

Appendix A

Purpose:

Provide a rapid indoctrination into DoD, Joint Staff, and Service organizations to include; structure, mechanisms, policies, programs and procedures, challenges and objectives. Emphasize DoD corporate culture and the impact and importance of dynamic interpersonal relations.

Duration:

Three weeks - (14 working days + 11 evenings)

Mechanism:

Meetings, briefings, office calls, and walkabouts in Pentagon Dinners in town Hill Calls as required

Staff:

Mr. Michael Bayer CAPT Leo Goff, USN LtCol Mike Stickney, USAF



DEFENSE BUSINESS BOARD

Appendix A

Week 1 -- DoD, Joint Staff, National Security, Pentagon Dynamics

- Ethics & WH Liaison
- DoD Organization
- Transformation

- Title 10 and 32
- Defense Reform
- OMB / Budget Projection

- Global Strategy
- Joint Requirements
- Defense Program Plan

- Strategy to Policy
- Resetting the Force
- Acquisition Challenges

Week 2 - Current Issues and 18 Month Projection

- Navy/USAF Ops
- Homeland Defense
- NORTHCOM

- Other Service Chiefs
- SOCOM
- OIF Joint Lessons

- Intelligence Restructuring
- Joint Policy and Strategy
- Alternate futures

- Political/military
- JFCOM

• PA&E

Week 3 - Service Specific Focus

- Transformation
- Service Chief
- Resourcing Challenges

- Force Structure Shifts
- Major Program Status
- Unfunded requirements

- Active/Reserve/NG
- OP Tempo
- Joint Program Integra.

- Warfighter support
- Installations/housing
- OIF Lessons Learned

Week 1-3 Interactions (mtgs, dinners, calls, etc)

- Congress
- Former SECDEF
- Former DEPSECDEF
- Chairman/Vice
- Joint Staff; GO/FOs
- Current USDs, ASDs
- Executive Branch
- Interagency
- Current Service SECs
- Former Service SECs
- Current Service Chiefs
- Former Service ChiefsCurrent COCOMs
- Former COCOMs
- Former Sub Unified
- Associations



Appendix A

Service Secretary Selectee Orientation Sample Interactions

Steve EpsteinRichard DanzigRobin ClevelandJim O'BeirneDouglas FeithMike HageeJim HaynesJames RocheVern Clark

Martin Hoffman Ray Dubois Michael Moseley

John Lehman Michael Mies James Schlessinger

Les BrownleeRobert ConePaul McHaleJohn TilelliNewt GingrichRalph EberhartGordon EnglandFred WeyandBinford PeayTom BarnettBarry McCafferyGeorge JoulwanAndy HoehnGordon SullivanBryan Brown

Joseph Ralston Walter Sharp Stephen Cambone

Jim Metzger James Loy Al Gray Ed Giambastiani Norm Augustine James Cartwright Larry Welch **Dutch Kerwin** Stan Szemborski Pete Schoomaker Paul Gorman Arnold Punaro Steve Blum Wayne Downing Richard Myers Denis Bovin Jim Stavridis Chuck Larson William Perry **Dutch Kerwin** Arthur Cebrowski

Michael Wynne John Hamre



Appendix A

Service Secretary Selectee Orientation Sample Army Focus Issues

Transformation

- Alignment with current defense policy and combatant commander vision
- OIF lessons learned, relevance
- Technical achievability of key programs
- Financial and management status of key programs

Resourcing

- Plans for normal budget process allocation -- Use of Supplementals
- The challenges (long poles) -- both near an long term
- Reset--How and how much \$\$ -- Unfundeds within POM and beyond

Manpower

- RC and AC Optempo -- Total active duty strength -- Early warning indicators
- Core business --- How defined -- Divestiture issues
- Institutional Army in field vs Functional Army, shifts programmed/discarded -- Staff Reorg's HQ and Field Army

Jointness

- Air Force support to the Army--Strategic and tactical
- Navy support to the Army--Strategic and tactical
- OSD and Joint Staffs-- existing relations and areas to improve relationships
- Combatant Commanders' Issues

Political Issues

- · Leg Affairs and Budget Liaison
- Hill Supporters vs detractors